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ABSTRACT

Public and school libraries having begun as an outgrowth of each other and then separated, have some overlap in philosophy, function, and public served. Although studies have opposed the combined school and public library, communities continue to attempt mergers largely for promise of dollar savings. There is also a philosophical trend in community development to unite disparate agencies into one superagency, a community center. An examination of five libraries in Canada--Sir Winston Churchill Joint School Public Library, Coquitlam Centennial High School and Community Library, Killarney Secondary School Public Library, White Oaks Public and School Library, and Meadowvale Community Library--concludes that failures were due to differences in role definition. Problems resulting from role conflict include blurred lines of financial support; different emphases on nature, control, and housing of combined collections; differences in classification and shelving of combined collections; differences in users; and lack of community library use by the general public. Experimentation should concentrate on an institution combining social agencies and the public library with new role definitions. (Author/KP)

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THE IMPORTANCE OF ROLE DEFINITION IN COMBINING SCHOOL AND PUBLIC LIBRARIES

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Introduction

The interrelationship of public and school libraries, and the possibilities for combination or cooperation of the two institutions has been a popular subject for many years in the literature of librarianship. A multitude of articles and reports have been written by educators, school librarians, public librarians, professional surveyors and other interested parties on cooperation, communication, amalgamation, and even elimination of the two types of libraries. This intensive and broad-based interest in the subject is no doubt a result of the importance that these libraries have in our society.

The older institution, the public library, became an agent of popular education early in its history. Jesse Shera, in the introduction to his Foundations of the Public Library, states that, "The history of the public library is a record of transition from a narrowly conservational function to a broad program directed toward the advance of popular education."[1] This program of popular education was given expression through Carnegie and the Mechanics Institutes. It is said that they supplied an opportunity for persons of ability "otherwise doomed to obscurity by poverty," to read and study and better themselves. Ironically, it was with the rapid growth of formal educational institutions - the public school systems and the universities - that caused the role of the public library as the people's university to change and be reinterpreted.

In the early days, however, the public library was a strong

force in bringing books into the schools. It was often responsible for travelling library services, bookmobiles, book boxes, the training of school library personnel, placement of public libraries within the schools, the establishment of early school library standards, and various other cooperative schemes with the departments of education.[2]

Actual school libraries, that is, libraries staffed and operated by the schools themselves, were a somewhat later phenomenon in most places. The concept of a library within a school, set aside especially for the students, and responding directly to the curricular needs of the school, was slow in coming to fruition. Indeed, it has been suggested by some that the conception of the public library as the universal educator, may have, in an unintentional way, obstructed and delayed the growth of the idea of a school library. It was sometimes argued that if sufficient funds and energy were devoted to improving and expanding the public libraries, then school libraries would be unnecessary. In any case, with the gradual establishment of independent school libraries it became necessary to define their role vis-a-vis the public library. This was done, and over the years the separate societal roles of the two institutions have become well recognized. Nevertheless, it has always been understood that there exists some overlap, in philosophy, function and public served, between the two. And from time to time attempts have been made, for various reasons, to combine public and school libraries. There seems to be a trend today for an increasing number of experiments in that direction. Having begun as an outgrowth of each other and then gradually separated into distinct entities, there is now much discussion about the virtues

and feasibility of uniting the public and school library. This paper will deal with recent experiments along these lines.

The Present State and History of Community Libraries

The idea of the unification of public and school libraries into some form of community library seems to be experiencing some popularity at this time in Canada.

Experiments of this sort seem to spread quickly from one community to another. At the present time it appears that the following communities have either functioning community libraries or are discussing the possibility of experimenting with them: Killarney, B.C.,[3] Coquitlam, B.C.,[4] Calgary,[5] Saskatoon,[6] Winnipeg,[7] Toronto,[8] Oakville,[9] Kemptville,[10] Niagara Falls,[11] St. Catharines,[12] Brockville,[13] Chicoutimi, Quebec,[14] Saint John,[15] and McAdam, N.B.[16] In addition to these, evidence appears from time to time of many other community libraries quietly founded in small rural communities and unheralded in the professional literature or major newspapers. These unreported libraries may be more numerous than is expected. In any case, we do have enough information to indicate that the idea is widespread, current and on-going.

The very fact that experiments are being mounted at all is rather remarkable considering the fact that they fly in the face of practically all the recorded results of past attempts at amalgamation. It is extremely difficult to uncover an authoritative voice that will speak in praise of such an arrangement. Stenstrom in his important bibliography, Cooperation Between Types of Libraries 1940-1968,

comments that: "The 'combination' library, i.e. a public library branch housed in a school and giving service to both students and the public, was considered for some time to be an economical and efficient means of providing both school library service and service to adults. The advantages and disadvantages of this arrangement are still argued from time to time, but it is generally conceded that in such situations service to adults invariably suffers. The 'combination' library is seldom recommended today..."[17] There are many other statements opposing such a union. A study made in 1948 by Margaret Klausner revealed that out of seventeen public school libraries scattered across the country, which had or still maintain branch libraries in school buildings, all but two advised against using the latter as community libraries.[18] E. T. Wiltshire, Supervisor of Public Libraries for the Province of Alberta, when discussing combined libraries in that province in 1961 stated that: "The service to adults has suffered in both cases because of the predominance of the school service. ... It seems certain that to ensure adequate public library service, promotion by schools and school divisions should be avoided."[19] The classic survey of the question was done by Ruth White for the American Library Association in 1962. This survey, The School-Housed Public Library,[20] offered evidence that 72% of the library directors and branch librarians with one or more branches in the public schools across the United States did not recommend locating public library branches in the schools.[21] There are also many other, more current, expressions of opposition. Ken Haycock, Educational Media Consultant for the Wellington County Board of Education in Guelph has written a series of trenchant

articles dealing with Canadian experiments and has concluded that unification results in poor library service for both publics.[22] The Ontario Provincial Library Council in their Brief to the Select Committee on the Utilization of Educational Facilities[23] comes down heavily against the idea.

Why then do communities persist in attempting such mergers? One might hypothesize that the most commonly mentioned reason for joining together a school and public library is to reduce the cost of library service in the community. Savings might be thought to accrue from a reduction of overhead expenses such as heating, lighting and janitorial staff, from avoidance of duplication of costly materials, and from the cost of the buildings themselves. White's survey seems to indicate that this was indeed a major motive. She comments that "The basic reason [for amalgamation] seems to have been economic: the free rent, heat, and light were the deciding facts..."[24] I have carefully reviewed all of the articles concerned with combined public/school libraries which are cited in Stenstrom and the two supplements to that work,[25] and I note that of the dozen articles that I was able to examine, four gave financial advantages as the reason for unification, one stated that money was not a concern, and the remainder (some of which were experiments funded by government grants) did not comment on the reason for amalgamation. Thus of those that gave reasons for combining services, 80% mentioned the economic factor. The Canadian experiments, for which I have information concerning the reason behind them, show a similar pattern. Calgary, Kemptville, Saskatoon and Killarney all mention

economics as a motivating concern. Coquitlam was a Centennial project to bring public library service to a community that had none before. Apparently the White Oaks Library in Oakville came about for political, rather than economic, reasons. The overall picture seems to show that in the majority of cases economic factors are the main motivation. Here again evidence from past experiments shows this to be a poor basis for such an undertaking. White cites seven studies, where figures were kept, to show that economy was an unsuccessful motive for amalgamation. The public library director in Plainview, New York when speaking of a two-year experiment with housing a public library in the junior high school said that "per unit cost of operation measured in terms of annual circulation divided by annual budget is higher [when the public library is located in a school] than when the public library is housed in its own quarters in a better location."[26] If, in fact, any actual savings in the budget are realized it may be at the expense of the user. As Ken Haycock comments "...if reading by the adult or the student is inhibited at all there is no investment at all or a very poor return."[27] Albert Bowron, who has conducted many surveys and made recommendations for library service to communities across Canada, points out that community libraries often attract a small number of adult readers and as a result the overhead costs for the hours that the library is in operation after school are high in comparison with more heavily used public libraries. Bowron states that "there is no evidence that there has been a savings of public funds in the long run."[28] Given the dubious financial nature of such projects and their general reputation for failure, one wonders why library boards persist in the attempt.

Perhaps one of the reasons is the encouragement that they receive from important government commissions. School and public libraries across North America were shaken in 1970 when the State of New York's Report of the Commissioner of Education's Committee on Library Development[29] recommended that all library service to children in New York be transferred to elementary school media centres. In other words, that the school should have the ultimate responsibility for all library service to children through the sixth grade and that the public library should not compete with the school for funds for the same purpose. The report went on to state that "it is also assumed that the public library usually will want to continue to serve children, who, for one reason or another, may need to use adult resources. Where local conditions lend themselves to physical grouping combining educational and social facilities into complexes such as the education park or community centre is a desirable goal."[30] As might be expected, this was a controversial document. New York is a large and influential state, and it is expected that activities there are apt to be taken up elsewhere. I will not go into the various arguments advanced in support of or in opposition to the report, but it is true that after the resulting furor, it was decided to set up a five year pilot project which would "appoint a task force of appropriate personnel from public libraries, public and private schools, other educational agencies and the general public to design a pilot program for the purposes of appraisal of the recommendation...that the elementary school library have the responsibility to meet all the library needs of all children..."[31] This pilot project is still carrying out its assignment.

Another important development in the redefining of the roles of the public and school library has been Philadelphia's Action Library.[32] This library, set in a low-income community in central Philadelphia, was formed through a coalition of the public, diocesan and private schools and the public library. It was not, however, designed to replace the traditional school or public library. It is a new agency in its own right and as such it is a further encouragement to experiment with the traditional models.

Canada has also had official support for experimentation along these lines. Back in 1960 Ralph Shaw in his report on the libraries of metropolitan Toronto recommended that:

> "Experimentation should be undertaken for cooperative utilization of children's facilities by the school and the public library in such a manner as will strengthen the programs of both. This might best be undertaken...by building a neighbourhood branch staffed by a children's librarian and clerical help, plus the school librarians needed for most effective provision of school library service during school hours. The adult collection in these neighbourhood branches might be limited to popular materials which might make up a large bulk of adult circulation..."[33]

Shaw's recommendation was subsequently rejected by the Toronto Board of Education, but the idea lived on. It reappeared in the 1968 Ontario Provincial Committee on Aims and Objectives of Education (The Hall-Dennis Report).[34] This report recommended integration, where possible and advisable, of public and school library services under the local Boards of Education. Most recently, The Select Committee on the Utilization of Educational Facilities in their Interim Report Number One (June, 1973) had this to say:

> "While the public library, as a rule, does not differentiate between the student and the public, the school once again has found a means of isolating itself and its students from the rest of the community. We are encouraged by the few instances in Ontario where public library branch collections have been placed in school libraries. The community has a place in the school library."[35]

The report goes on to spell out its recommendations for community involvement:

> "Every school library cannot be expected, perhaps, to serve as a branch of the public library, but we are convinced that a school's library can serve more than just the students of that school. School library resources should be available to the community. Moreover, the community should be involved in deciding what kind of library is needed, what books and other materials should be kept there, when the library should be open and how it should operate."[36]

With high-level reports of this kind making recommendations favouring the unification of public and school libraries, it is understandable that many communities are encouraged to experiment.

More recent discussion continues in the same manner to call for a new kind of library which would go beyond uniting the school and public library facilities to take in special and university libraries as well as the other community agencies. The July 1971 issue of Prometheus, the journal of the Archives of Institutional Change speaks of

> "the establishment of a new type of community learning centre, a centre that would marshal the services and make available the cultural (including those of the barrio and the ghetto), educational, and business and industrial resources of the total community."[37]

This idea of a community learning centre involving a number of community agencies has been picked up by Gordon Selman, the Director

of the Centre for Continuing Education at the University of British Columbia. In a recent article he described a new type of adult education agency, which he dubbed the Local Learning Centre.[38] This too would incorporate different kinds of libraries and other agencies.

In summary: we have an idea of combining school and public libraries which is not new. It has been tried, with a good deal of failure, many times and in many places in the past. Nevertheless, it seems to be an idea whose time has come. Certainly it is one that is being attempted increasingly at the present time. The main attraction of such a scheme seems to be in the promise of dollar savings through the elimination of duplication of facilities. I have tried to show, however, that even this aspect of the union has been shown to be rather unlikely. In addition to the lure of fiscal economy, there seems to be a general philosophical trend in community development to unite disparate agencies into one super-agency, a community centre. This is particularly noticeable in big urban centres. Perhaps the equivalent of this plan in rural or suburban settings is the simple union of the school and public library.

Hypothesis

In this paper I will examine the hypothesis that public and school libraries which combine services to become community libraries suffer problems, and often failure, because of fundamental differences in role definition. Discussion will be limited to Canadian experiments, and only unions of public and school libraries will be examined.

"Community library" is a somewhat ambiguous term. It is used by some authorities to describe an amalgamation of school, public, university and sometimes special libraries. The more commonly accepted usage, however, limits a community library to the union of school and public facilities. This is the type of institution with which this paper will concern itself.

There is a long history of school and public library co-operation. Some of these cooperative schemes have involved close links via telex or shared acquisition plans or common technical services. These are important, and often effective ways in which the two institutions interact, but they are not the subject of this paper. I will limit myself to the examination of those community libraries in which both the school and public library are operated as one combined facility under the same roof. The actual library may be situated in what was previously a public library building, or it may be housed in a school - this is irrelevant as long as there is some sort of combined service from a common site.

The public library has been in existence long enough for a commonly held idea of its role to evolve. Its function, goals and standards have been established to the point where one can speak of a "public library" with some confidence that the listener will share an understanding of what you mean by the term. In 1967 the Canadian Library Association published Public Library Standards; some of these are worth examining with respect to defining the role of the public library:

I 1. "The modern public library is a vital community resource and a basic social, cultural, and educational agency.

I 2. The library is a source of information, creative inspiration and guidance for the intellectual growth of the individual.

VI 1. The...library should be strategically located and be open to every resident of the area."[39]

Further comments on the role of the public library might include Ken Haycock's suggestion that the public library's primary role is to "facilitate the informal self-education of the individual from the pre-schooler to the senior citizen",[40] and the description offered by the Select Committee of the Ontario Provincial Library Council:

> "A good public library is community-orientated; it contains materials (with emphasis on range and diversity for individual use rather than multiple copies for group use) covering all areas of study likely to be needed by all members of the community..."[41]

I think that the key points to be isolated in examination of the role of the public library are:

1. Its mandate to serve <u>all</u> of the community.
2. Its desire to supply <u>all kinds</u> of materials.
3. Its <u>informal</u> role in education of the community.
4. Its need to be located in the <u>centre</u> of community activity.
5. Its desire to supply <u>recreational</u> as well as self-educative materials.
6. Its use as a <u>free</u> and <u>voluntary</u> agency, open to all.

In the same year as the Canadian Library Association issued its standards for public libraries, the Canadian School Library Association delivered its <u>Standards of Library Service for Canadian</u>

Schools. Some of the comments contained therein on the role of school libraries are as follows:

> "A school library is a co-ordination of informational and enrichment services for a specific community (i.e. staff and students), utilizing organized material in all forms through the direction and guidance of professionally trained personnel."[42]

> "Essentially, the school library is an integral part of the school. It is an accepted principle that the aims of a school library will reinforce the aims of general education."[43]

> "The unique role of the school library...is to serve the instructional needs of a limited clientele - students and teachers."[44]

The Ontario Provincial Library Council gives this description:

> "A good school library is curriculum-orientated; it contains materials (frequently in multiple copies) limited to the areas of study emphasized in the teaching and learning program of the school..."[45]

I think that the essential facets to be examined in this paper with respect to the role of the school library would be:

1. Its mandate to serve only the students and the teachers.
2. Its essential educational role in the community.
3. Its formal role in education.
4. Its need to be located in the school.
5. Its emphasis upon curricular materials.
6. Its access is limited to the school community.

Information about community library experiments in Canada is often incomplete. In addition to those experiments which go completely unrecorded, there are many other instances of projects which were announced with enthusiasm, but which were not followed through in the literature to their conclusion. And there are a number of on-going experiments. For this reason I will gather my evidence from

interviews as well as from reports and articles. Naturally I am limited to those experiments where the information is available. These will include:

Sir Winston Churchill Joint School-Public Library in Calgary

Killarney Secondary School Public Library in British Columbia

Coquitlam Centennial High School and Community Library in British Columbia

White Oaks School and Public Library in Oakville, Ontario

Meadowvale Community Library in Meadowvale, Ontario

I will begin, however, with a look at a special situation which existed in Canadian library history, and which is important to this discussion; the founding of elementary school libraries in Toronto as a result of the influence of the Toronto Public Library.

Toronto Public Library and the Toronto Board of Education

The arrangement between the TPL and the TBE was not one that resulted in community libraries of the sort with which this paper is concerned. The long term relationship between the two, however, provides an example of cooperative service that is too valuable to be overlooked in the rather limited Canadian literature on the subject. I include it as a case history of combined services that is illustrative of the kinds of difficulties which may be encountered.

The elementary school library in Toronto began as a combined project of the home and school organization and the public

library. Later it became a regular extension of the public library system; still later, an extension of the Board of Education secondary school library system. Finally, it was established as a complete school library system run by the Board of Education.

The period covered in this process is from 1925, with the establishment of the first school library by the TPL in Victoria School, to 1961, when the TBE assumed complete authority for school libraries.

This was a period of great strength for the Boys and Girls Division of the TPL. Lillian Smith, the Head of the Division, was quick to recognize the need for school libraries. In 1935 she stated that "the most important problem facing us...is the future of school libraries."[46] Under her leadership a special children's classification scheme was implemented, excellent selection tools were published and working standards for school libraries evolved. By 1946 the TPL had 21 elementary school libraries in the schools. These were libraries set up in classrooms, run by the TPL, and available only to the students. In the following ten years eleven more branches were added.

The division of responsibilities for these libraries was as follows: The TBE provided quarters and equipment. The TPL supplied staff, book selection, books, processing and maintenance.

1959 was the apogee of the TPL's influence in the school libraries. After this time the TBE began to take over. The Shaw Report of that year had recommended that branches of the public

library be established in each school, to be administered by the public library, but financed by the school. The TBE was quick to reject this arrangement. They commented that:

> "The trend in other countries is toward dual systems sharing different, complementary but agreed responsibilities under separate and distinct agencies. Attempts to carry out Dr. Shaw's...recommendation would but defer the inevitable separation of services."47

It is interesting to note some of the difficulties encountered which led to the eventual separation. The special alphabetical classification scheme devised by the TPL made possible a natural grouping of books based on reading interests. This scheme worked well in the children's collections of the public libraries but it soon ran into difficulties with the growing curricular-orientated collection in the schools. The letter classification scheme provided no subject cards for locating books on a specific subject. This sort of problem reflects the contrast in types of collections of the public library with its emphasis upon recreational reading and the school library with its curricular materials. It was only after some dispute that the decision was made in 1965 to convert to the Dewey System.

In 1960 in a lengthy brief to the Public Library Board the TBE asserted that the school library required a librarian trained in a different manner from that of a public librarian. (Up to this time the TPL had trained all the school librarians.) The emphasis was to be placed upon the training of teachers, already familiar with the school curriculum, in library skills. This too points out

the fundamental difference in thrust of the programs of both institutions. The school and its curriculum was to be the dominate force in Toronto school libraries, and this was seen to be insufficiently catered to by the public library system. The TPL was also accused of retarding the development of school libraries by the sheer weight of their authority in book selection. Dr. T. W. H. Martin, former Superintendent of Public Schools, asserts that books important to the curriculum of the schools were by-passed in favour of fiction.[48]

Another area of differing approaches had to do with the size of the school libraries. The TPL had operated well enough out of single classrooms. This was not seen as suitable by the TBE who had either to knock down walls to enlarge the quarters or to relocate to library in a larger area of the school. This too was a reflection of differing roles. The public library could make do with smaller quarters because their service was largely a once-a-week reference and reading room service; whereas the TBE envisioned a "learning centre" approach where whole classes could be brought for extended work periods.

These problems with book stock, classification and professional training bring out the difficulties in attempting to merge the two services. Ida Reddy, a Hamilton library director, claims that in the long run neither system benefitted:

> "In Canada, public libraries for many years provided library books and service to schools when school libraries were non-existent. This free library service undoubtedly supplemented classroom work but it had two

> disastrous results. The development of school libraries was delayed and public library book collections and service still reflect the drain on funds used for service to the schools."[49]

The history of the elementary school library in Toronto points up some of the problems that have reoccurred in the following, more recent, experiments.

* * * *

Sir Winston Churchill Joint School-Public Library

History and Description

As the result of an agreement made in 1971 between the Calgary Public School Board and the Calgary Public Library Board, the school library of Sir Winston Churchill Senior High School was converted into a community library to serve the public as well as the staff and students.

The Calgary experiment is of particular interest as it is one of the lengthiest and most thoroughly surveyed projects of its kind in Canada. A survey, undertaken in 1970, by the School of Library Science of the University of Alberta, examined the school libraries of the City of Calgary. It provides a good deal of interesting data on the Sir Winston Churchill library.[50]

The high school itself opened in 1969. The original library of 12,000 square feet was planned as a learning resources centre, with provision for group and individual carrels, seminar rooms and open study areas. It had an initial book stock of 5,000 volumes and the beginnings of an audiovisual service.

The library is situated in the suburban area of Brentwood and Varsity Acres.

When the decision was made to convert to a joint operation with the public library, the school librarian was named to head the operation. He was to have a public librarian and his staff to serve the needs of the general public.

I have not been able to obtain information about the financial support given by both sides. It is clear, however, that both the Calgary Public Library Board and the Calgary School Board contributed their share.

Comments

1. The use of the library by the general public has been much below what was expected by a branch situated where it is. In December, 1973 Lew Fowlie, the library director, commented that "the branch located in Sir Winston Churchill...has only half the book circulation a library in a community that size should have."[51] A table from the University of Alberta Library School report illustrates the pattern of use on a typical day.

	S.W.C.H.S. Students	Other Students	Adults	Boys &Girls	Total
10:00 a.m.	120				
11:25 a.m.	265				
12:45 p.m.	79		3		
Sub total	671	2	3		
2:05 p.m.	135	23	5	3	
3:30 p.m.	33	27	6	29	

	S.W.C.H.S. Students	Other Students	Adults	Boys &Girls	Total
5:30 p.m. (to 9:00 p.m.)	4	31	37	48	
	843	83	51	80	1,057

Users Present in Library on a Typical Day

As can be seen from this table there is virtually no use of the library facilities by anyone but the students before 3:30 p.m. Moreover, the circulation figures of books owned by the school for the month of February show that 8,009 books were used by the students in the classrooms and in the library for research. The figure for the general public for the same period was 781. The number of public library books circulated in February was 3,079 juvenile and 2,311 for adults.

It is a commonly observed phenomenon that the general public's use of school-housed public libraries tends to be low. No one has done a systematic investigation into the reasons for this. Most speculation, however, centres around either vague psychological barriers which deter adults from approaching the school - negative associations from past experience, air of exclusiveness, feeling of not being welcome - or more commonly, the simple difficulty in reaching the often isolated school building. These are really both related expressions of a school's character and function. Schools have traditionally been set off from the bustle of the main thoroughfares to ensure peace and quiet for study purposes and for safety from traffic. Basically this is a

defining the limits of the service, the lines of authority, or the plan for operation appears to have been presented to those in charge of the library."[54]

3. The two collections were found to have limited usefulness for each other's set of patrons. The school collection by April 1971 was 6,000 volumes; the public library collection was made up of 7,000 juvenile and 10,000 adult titles. The advantage gained by the students in using fiction and travel sections of the public library collection was not felt to be offset by their need for much more in the way of curricular materials. The differing collections of school and public libraries are of course a direct function of their role differences. It is interesting to note a similar difficulty was expericnced in the White Oaks Library.

4. Audiovisual materials, periodicals and pamphlets provided by the school library are limited to library use. This, in addition to the policy of short-term loans to cater to the student needs, handicaps the public library. On the other hand, teachers complained to the surveyors about difficulty in obtaining materials for classroom use because they were out on loan to the public. This is clearly a conflict between the high-pressure curriculum needs and the more relaxed reader needs of the public library.

5. The library also had a number of organization problems such as -

- the use of multiple catalogues
- different classification schemes

function of the differences in roles of the two institutions. The public library casts a wide net in the middle of the main stream of activity because it wishes to catch all comers. The school library is a more withdrawn and exclusive agency. It is to be expected that, unless there are very special geographical circumstances, the school-housed public library is apt to be situated away from the public and that this will work against public utilization of the facilities.

2. Apparently the decision to offer joint service at Sir Winston Churchill was not arrived at willingly. The University of Alberta report mentions that

> "It appears that the decision, popular to neither party, and opposed by the principal and staff, was taken to reduce operating expenses, utilize an already existing building, and to make widest possible use of the book stock by the largest possible number of people."[53]

This is a poor basis on which to found a cooperative venture. It would appear that in order to make a success of any unified library service, the participants would need to be very liberal in interpreting their areas of authority - a spirit of give and take; or they would have to sit down and set out in great detail an exact delimitation of all duties and activities; or they would have to work out an entirely new and unifying role definition for the new kind of institution that they were operating. Whichever approach is taken would require good will and enthusiasm of both partners. It appears that this did not exist at Sir Winston Churchill. The library school report states, "No written policy

- different administrative policies with respect to interlibrary loan, etc.

The report concluded by stating that it believed "that in the Sir Winston Churchill experiment the general public is not receiving the kind of library service which it needs and deserves; it also seems likely that high school students are not getting the level of service given in many other high schools in Calgary."[55] Nevertheless, they felt it was too early to make a final judgment and they recommended that an objective study, carried out by an outside agency "such as the School of Library Science" should be done in 1972.

This study was eventually carried out by two University of Calgary education professors who recommended in April, 1973 that the library be operated permanently as a community library.[56] They noted, however, that some of the students opposed this idea and that the teachers were concerned about growing pressure on book stock. On the basis of their report the project was continued in December 31st, 1973.

The latest information which I have, from a December issue of the Calgary Herald, indicates that the experiment "is apparently heading toward failure."[57] In fact, the Calgary Public Library Board actually voted to cancel the experiment. They were, however, forced to reverse this decision when an Alderman "warned that the idea of combining school and public libraries is supported by the public school board and City Council, which must approve library

budgets."[58] The same Alderman said that "the combined libraries amount to a saving in tax dollars and killing the project would put the library board in an unfavourable position when it comes time for council to approve the next library budget."[59] The other telling comment made at that meeting was by the director of the public branch who said that it had only half the book circulation a library in a community of that size should have.

This would seem to have been almost a text book example of how not to combine libraries. Joined together for the wrong reasons, with little enthusiasm, in a disorganized fashion - it would seem to be doomed to failure.

* * * *

Coquitlam Centennial High School and Community Library

History and Description

In 1969 the municipality of Coquitlam [population 55,000] entered into a four-year agreement with the local School District to situate a public library in Centennial High School. Coquitlam had no previous public library.

The municipality provided an initial operating grant of $96,000.00 and it continues to give an annual grant. The school provides quarters and a budget for curricular book and non-book materials. The library space is 10,000 square feet.

Completely integrated service is attempted. Restrictions are made on some materials but not on the basis of the type of borrowers.

The staff consists of two teacher librarians and supportive staff, plus one public librarian and two clerks.

The library is open from 7:45 a.m. to 9:30 p.m. Monday to Friday.

The sources of information on this experiment are in the following:

Bowron, Albert. Coordination of Public Library Service and Secondary School Library Service in Mississauga. Toronto: Information, Media and Library Planners, 1972.

Fraser, Alan W. "The Centennial School-Public Library Project." Moccasin Telegraph, (May, 1971) 99-100.

Hobbs, H.C. "The Coquitlam Library Experience: A Critical Look at the Centennial High School Library." Moccasin Telegraph, (November, 1971) 49-51.

Comments

1. Coquitlam differs from the other examples treated here, in the matter in which it came into being. Unsuccessful attempts were made for some time to pass a by-law for a public library in Coquitlam. The present arrangement, whereby the City Council pays the Board of School Trustees for the cost of public service through the school library came about as a result of the failure to establish a public library. This unique method of establishment may have given Coquitlam an advantage over experiments in which already established school and public library systems try to come together to form a community library.

2. Although there is very little data available on the recent progress of this library, Albert Bowron does comment, in 1972, that

use by the public is low [only 40% non-student borrowing].[60] This is a common pattern in combined libraries. It would be useful to know if public use is increasing.

3. The audio-visual collection is restricted to in-library use and is little used by the public. The collection of 33,000 volumes is far below the three volumes per capita recommended as standard for the size of community.

4. Bowron comments: "One could question the wisdom of spending about $2.00 per capita on an operation that provides a limited adult service on a poor public library site apart from any commercial-retail activity, without effective budgetary control of the municipal funds supplied and, further, that is ineligible for the provincial grant or any aid whatsoever from the Library Development Commission."[61]

And yet it persists. The most recent information taken from the Vancouver Sun, March 5th, 1974, reports that the Coquitlam Municipal Council has signed a two year contract for a continuation of library services. The article also mentions that a special library study committee predicted that the library would soon run out of space and recommended that a separate municipal library be built. This recommendation was rejected. It is only hoped that someone will do a new survey on this project and supply some much needed information on the present state of library service in Coquitlam.

Killarney Secondary School Public Library

History and Description

In March, 1968, the Vancouver Public Library opened a branch library in Killarney Secondary School. Fraserview, the area served by the library, is a rapidly growing community.

It was agreed that the school would provide enlarged quarters for the library on the main floor. The Public Library, for its part, pays all operating costs after 4:00 p.m. and during Saturdays. The book budgets are maintained separately.

The book collection is completely integrated. It consists of 9,000 volumes from the school; 11,000 from the public library. Each library has an independent selection policy. There are no restrictions on what is chosen by the public library.

The library is open from 8:30 a.m. until 9:00 p.m. for both the public and the students.

There are 1700 students in the school.

The main sources of my information about this experiment were a long paper written by Judith F. Davis of the University of British Columbia library school, and a personal interview with Mr. Jim Carter who worked in the Killarney branch for one year. Ms. Davis' paper is written rather from the public librarian's point of view, perhaps this is counter-balanced by Mr. Carter who worked with the school librarian.

Comments

1. This is another example of a combined library founded because of financial pressures. The Public library system was anxious to establish a new branch in the Fraserview area, but was pressed to justify the cost. The Vancouver School Board was at the same time becoming increasingly sensitive to criticism that school libraries were standing idle for a good portion of the day. In the end the School Board proposed the merger to the Public Library. The latter entered into the arrangement with some misgivings. Once again we have the reluctant partnership effected because of monetary considerations.

2. The Killarney Secondary School is situated well away from main thoroughfares and shopping areas. Buses do not stop nearby and the service is infrequent. The library is not particularly noticeable from the street. The public library has not been encouraged in its plan to erect a neon sign on the street corner. It is also unable, because of the architecture of the building, to mount window displays as it would do in a normal branch. In all, this makes for a poor location for the public library. Adult circulation is lower than expected for an area with its population. Location may be a major cause of this.

3. Lack of space is considered a problem by both the school and the branch librarian. It is interesting to note, however, that they differed in accounting for this: the school librarian complained of lack of seating; the branch librarian felt there was too much

seating and not enough shelving. This may indicate a basic difference in their ideas of how the library is to be used. The school library, where large classes are expected to work on curriculum projects, needs seating space. (Mr. Carter also informs me that British Columbia school law requires that libraries provide seating for at least 10% of the student enrollment. Present seating in the library is for 100, while it should be 170.) Whereas the public library might put more emphasis on strength of the collection and worry less about seating its fewer patrons. The contrast is between the school library which is seen as a learning centre and the public library where the readers move more quickly in and out, coming mainly to borrow books to take home.

4. For some time the public library was not operated on regular branch hours. This was not possible because large school classes were scheduled into the library continuously during school hours. As a result, the public library opened only from 4 p.m. to 9 p.m. In 1973 this was altered so that the library was opened all day to the public. Mr. Carter informs me, however, that they "were lucky to get four members of the general public in during the day time." Moreover, there were complaints from the adults about noise and distraction after 3:30 p.m.

5. The area is troubled by teenage gangs. These people tended to loiter around the entrance to the library and upset the regular patrons. Thare are at least four major housing projects for senior citizens within five blocks of the library, but they do not make much use of the facilities.

6. Lack of space for the growing collection led to disagreements over what was needed. The public library wanted more fiction, while the school library wanted more non-fiction material for school assignments.

Ms. Davis in her paper reported that the Vancouver Public Library had "definite reservations" about the Killarney Branch. The school librarian, on the other hand, felt that the establishment of the public library branch had not affected the library's operation at all, with the exception of providing a larger collection.

The latest information on the experiment comes from Mr. Carter who advises me that as of Spring 1973 they were in the process of evaluating it with an eye to whether to maintain, enlarge or split up the library. The public library was investigating a transfer to a new shopping centre which they felt would provide a better location with no increase in cost.

* * * *

White Oaks Public and School Library
History and Description

On March 2nd, 1973 the White Oaks branch library opened in the White Oaks Secondary School in Oakville, Ontario. As this project has been carried on for such a short time, very little has been written about it. I have obtained most of my information from a personal interview with Ms. Coffeng, the School Librarian.

The original school library at White Oaks was 4,000 square feet. This was doubled by means of a $120,000.00 extension paid for by the Town of Oakville Library Board. The Board also contributed

ANNUAL REPORT CIRCULATION

Branch	1972 Circulation	1972 Monthly Average	1971 Circulation	1971 Monthly Average
Central	950,097	79,174	954,794	79,5[illegible]
Kitsilano	433,309	36,109	442,978	36,9[illegible]
Oakridge	383,567	31,964	390,748	32,5[illegible]
Kerrisdale**	353,111	29,426	424,588	35,3[illegible]
Dunbar	340,546	28,379	334,955	27,912
South Hill	248,193	20,682	283,330	23,610
Hastings	235,608	19,634	240,257	20,021
Collingwood	201,004	16,750	218,964	18,247
Mt. Pleasant	172,435	14,369	177,300	14,775
Grandview	140,204	11,837	134,620	11,218
Fraserview (18½ days only in 1971)	139,487	11,624	7,553	-
Killarney	75,809	6,317	91,683	7,640
Strathcona (16 days only in 1972)	5,650	-		
Bookmobile (26 stops per week in 1972 and 1971)	161,997	-	157,327	-

**Closed due to Civic Strike for 7½ weeks - April, May and June 1972.

Vancouver Public Library. Annual Report 1972. Vancouver, B.C. p. 14.

about $20,000.00 for the purchase of the initial public collection.

The enlarged library houses about 16,000 volumes, all integrated into one collection. A branch librarian and staff is provided by the Public Library Board. The Board of Education supplies the school librarian. She is assisted by staff and student volunteers.

The library is open to all persons from 9 a.m. to 9 p.m. After 4 p.m. both the public and the students are catered to by the public library staff. The public library has gained publicity by initiating a policy of remaining open 365 days of the year.

Students check out materials at an exit connected directly to the school. The school has its own circulation system. The public library has its own check-out desk and exit which leads to a parking lot.

Administration of the library is completely separate. Each sector does its own budgeting, selection and acquisition. The integrated collection, however, is open to everyone.

Budgets are administered separately. The Public Library Board supports the public library, and the School Board finances the school library.

Comments

1. Ms. Coffeng in discussing the success, up to the present time, of the White Oaks experiment made the following comments:

a) "There are reasons...why this venture seems to be the most successful of many and I think it is because we have been determined that it [the experimental library] was not to be a money-saving device." She went on to point out, as I have indicated above, that there are "two totally separate budgets. The School Board provides exactly the same budget as for a normally operated resource centre; the Public Library Board provides the same funds as they would for any normal branch." This would seem to be a key point in analyzing this experiment.

b) Ms. Coffeng also mentioned that the school library benefits from the larger, more diversified collection, and the public library has more use of audio-visual materials than would be available in a normal branch. She enumerated the advantages as "better service, better collection, better use of the existing tax-payer's money, but not really a saving."

It appears that this is a vital realization for those who plan such projects. If Ms. Coffeng's succinct comments were appreciated by planners and participants in such schemes, there might be fewer - but more successful experiments undertaken. (Apparently the actual reasons for the founding of the White Oaks library were political. A local politician happened upon the idea of a community library - put it forth as an avant garde project that would bring fame to the community - and after he was elected he duly pursued the idea.)

2. In speaking of other factors contributing to the success,

thus far, of the White Oaks branch, Ms. Coffeng suggested that "objectives have been a key to success. One of the major disagreements for having this type of joint venture is that the philosophies of the two libraries are so completely different. What we have done is to have a dual administration; there is no one person in charge of this [library]...I don't consider it a school-housed public library. I call it a joint project."

This lucid statement of the philosophy behind the union of the libraries suggests two points. 1) That the library roles are accepted by both parties as being different and distinct from each other. 2) That the way to get along in any merger is to acknowledge these differences and build them into the administrative plan of the library. In other words the White Oaks library combines services to a certain degree, but in fact, each library remains largely independent and autonomous of the other. It is, as Ms. Coffeng says, a case of two separate libraries sharing the same roof and a few services as a joint project.

One of the short-comings of such an approach may be that no true union - and those benefits that some expect from such a union - is apt to result. This would hardly be the "new community library" that many librarians envisage. It is also possible that with such tenuous links between the two systems, problems are likely to develop at those points at which actual administrative or other contacts must be made.

3. Role differences are also expressed by the way in which

the public librarian and school librarian see themselves. It is interesting to listen to Ms. Coffeng on this point:

> "As far as the school is concerned I am a teacher who happens to have a MLS and who has been asked to head this operation; but I am not committed only to the library, but to the whole school. I am called upon to chair a number of committees in the school; I report to the principal; I am in charge of my own budget, make my own policies for the school library."

We see here that Ms. Coffeng sees herself primarily a teacher, and as such, her concerns are much wider than the library alone. This attitude is likely to contrast with the public librarian whose attention is focused more on the library.

4. I was not given actual figures showing who uses the library, but I was told of a survey that has been conducted in the school to determine whether the students used the library after school hours. The survey showed that little use was made of the library by students after school closing. One of the reasons for this may be the fact that some of the students are bused to White Oaks, and depart immediately after school.

I was also told that the library was not heavily used by the general public. The morning I visited, only three non-student users were present.

5. It is difficult to assess the spirit of cooperation that exists in such a library. There have been, however, the usual conflicts of interest and administrative frictions at White Oaks. Initially the school library found that many of the public patrons, unfamiliar with the use of audio-visual equipment, were causing damage

to films and other materials. Repairs were costly for the school library. The school library staff also felt that materials were being loaned too freely, in an unsupervised manner, to very young children, and damage resulted. As things now stand, the school library lends certain equipment to the public library for use with their patrons. If these materials are damaged, the public library is responsible for repairs.

There have also been incidents in the evening at the public library when the police had to be called. These incidents involved students, although they may not have been from the White Oaks school.

In the original agreement between the libraries, the public library was to open from 1 p.m. to 9 p.m. I was told that the public library had "unilaterally" decided to extend its hours to 9 a.m. to 9 p.m.

No doubt both the public librarian and the school librarian try to work together with as much harmony as possible, however, I did note some undercurrents of frustration. Ms. Coffeng, when asked about her feelings concerning the experiment, said that, "We gave good school library service before the public library came, we give good school library service now, and we will give good school library service if they leave." She also mentioned that she saw no reason for other systems to "rush to put [combined libraries] into practice. It might work in some cases, but only special cases."

Meadowvale Community Library

The only information I have found concerning this experiment is an appendix written to a report by the Ward Four Board of Education of Toronto Township.[63] This appendix, however, is a full and important document, written at a time when the decision was made to terminate the experiment. The reasons for this decision make up the body of the article. I was unable, with the time at hand, to arrange for interviews with persons involved in the experiment. I hope to do this in the future.

History and Description

Meadowvale, a suburban Toronto town, opened their community library in May, 1965. The experiment lasted until early in 1970, when I believe that the public library was relocated elsewhere.

The aim of the experiment, as stated by Glenn Grice, the Vice-Chairman of the Board of Education, was "to improve the services offered by both the school and public library." I have found nothing to indicate that financial saving was a factor.

The public library was moved into the already existing school library and books were added to the extent that they tripled the school collection.

I have no information concerning the physical setting or the administrative or budget arrangements.

Comments

1. The report appendix contains a list of the disadvantages experienced by both partners in the experiment. I believe it is worth quoting this in toto:

Disadvantages to the School

"The school lists the following disadvantages.

(a) Public Library organization and routines are too complicated for students to cope with. The number of sections or divisions makes books hard to find, and sign-out procedures require too much supervision.

(b) The school has poor control over books and overdues. Because the public library lends books for a four-week period, books needed for short-term reference are often not available to students.

(c) The amount of supervision must be increased because of the more complicated organization and routines. For the same reasons, students cannot help carry out library duties.

(d) The effectiveness of the school library program is diminished because

(i) the teacher-librarian is too busy with routine supervision;
(ii) students have borrowed books during public library hours and, therefore, lack interest in the school library period;
(iii) parents request students to procure books for them during school library periods.

(e) The public library system requires membership cards, and this procedure is contrary to the philosophy of school libraries.

(f) The apparently unavoidable location of adult fiction in the reference room destroys the effectiveness of the reference facilities.

(g) The school has established a different circulating system to try to overcome some of the disadvantages, but a double circulating system for one collection is unsatisfactory.

Disadvantages to the Public Library

(a) The double circulating system is unsatisfactory, especially insofar as the separate membership cards and separate book-card files arranged by classroom are concerned.

(b) Initially, the public library staff, in an effort to minimize the disadvantages to the school, dispensed with certain procedures used elsewhere throughout the township library system. This concession, of course, complicates central library procedures and organization.

(c) The public library service is hampered by the necessity of considering the needs of the school. According to Department of Education Regulations, the Principal is responsible for all activities within his school. By the very nature of the situation, the public library is of necessity placed in a somewhat subordinate position. With the best intentions on both sides, the Principal, his staff and public library staff are all placed in a position which hinders their efforts to provide the best service possible for their particular group of library users.

(d) The cost of public library service to the Meadowvale area has increased by 380% without a corresponding increase in book circulation."[64]

Given these problems, it is interesting to observe how all parties involved - the representative of the Board of Education, the School Librarian and the School Principal - all attribute the failure of the Meadowvale experiment to basic role conflicts. Glenn Grice, representing the Board of Education, gave this explanation:

> "The experiment seems to have floundered on a basic difference in philosophy.
>
> The school library's function is to apply specialized, curriculum-centered reference material and graded reading material to a comparatively small age group, and through this material to encourage a love of reading and skill in using the library. Materials should be readily available and easily located. Reference material should be available for use throughout the school day, and the teacher-librarian should be free to offer help, guidance and training.
>
> The public library's function, on the other hand, is to supply reference and general reading material for all age and interest groups. The provision of a wide variety of materials for recreational, academic and reference reading is of primary interest, and training in library skills and reading habits is largely incidental."[65]

The school librarian prefaced her explanation with this statement concerning the role of her school library:

> "The school library is an important part of the school. Its purpose is to make readily available books that will supplement and enrich the courses taught in the school and provide the best in children's literature and to provide immediate reference material to both student and teacher.
>
> If a school library is to play its proper role within the school its first concern must be for the students that attend that particular school. The library must be organized so that children can easily locate the materials they want."[66]

She then went through a list of the actual problems, which I have quoted above in summary, and concluded by stating that "in view of the difficulties...I do not believe it is in the best interests of the school to locate a public library within the school. It does not improve the service provided for the students."[67]

The school principal, Mr. Baylis, sounded a similar note: "The complexity of the collection has minimized any advantage to the student and hampers the teaching situation. The conflicts, however, do not arise out of personality but out of two library philosophies. I do not recommend that a public library branch be located in a school."[68]

2. In many ways the Meadowvale experiment is very illuminating. Apparently it was entered into and conducted throughout in a spirit of cooperation. It was not done to save money. And it was carried out for a long enough period to give the project a proper trial. Nevertheless, difficulties arose, and in the final estimation of those involved, these difficulties were directly related to role differences.

* * * *

Conclusions

Most Canadian experiments with community libraries are

relatively new, just underway or briefly into a trial period. Of the five cases examined here, four are on-going experiments. This does not allow firm conclusions to be drawn, and it would be rash at this point to speak of the hypothesis as being proven or not proven. There are, however, definite indications, among those cases examined, of problems and difficulties that seem to reinforce the hypothesis. In the case of the Meadowvale experiment - which has been completed - it would appear that the hypothesis has been proven. The remarkable unanimity of all the participants in this experiment in their belief that the failure was due to differing library "philosophies" points conclusively to differences in role definition.

The problems faced by the other on-going experiments suggested a similar basis for the problems which they encountered. The preccupation with funding was one of the major characteristics of these projects. In the case where libraries exist as separate entities, they are most often funded by disparate agencies: the public library board and the school library board. This in itself emphasizes their differing histories and roles. When the two are united, however, the lines of financial support are blurred and problems often arise. This may be, of course, the result of concrete plans for streamlining and budget-cutting by municipal governments. The Calgary experiment appears to be an example of this sort of merger. The local aldermen seem wedded to the idea of a combined, reduced budget, regardless of the level of library service offered. The success of the White Oaks library seems to be largely attributable to the clean division of financial responsibility into two very separate budgets.

Problems concerning the nature, control and housing of the combined collection are common to many of the experiments and these too reflect role conflicts. The Sir Winston Churchill Library and the Killarney Library both encountered the same difficulty with regard to acquisitions. The public library wished to emphasize fiction, whereas, the school library wanted more room for curricular materials. Indeed, the actual lack of space because of the increasing size of the dual collection was cited as a problem by the Sir Winston Churchill Library. The Coquitlam library also has this problem. A March 5th, 1974 article in the Vancouver Sun states that, "Last year a special library study committee predicted that [Coquitlam] Centennial school would soon run out of space..."[69] This, of course, places the community library in a position where a choice must be made concerning how to best utilize library space. Killarney, which also faces a space problem, has experienced a conflict of interest as a result of this. The public library wants more shelving and less seating. The school library desires the opposite. This too, as I have already observed, reflects role differences.

There have also been problems with classifying and shelving the books in a combined collection. The early Toronto Public Library/Toronto School Board example illustrated this. The Meadowvale experiment ran into similar difficulties. In addition to differences in the types of users, these problems are also a result of the different use to which the two types of libraries are being put.

The lack of community library use by the general public is a common shortcoming. This was found to be a problem in all of the cases examined. The most likely explanation, in each case, was poor location; although more subtle psychological and sociological factors may also be involved. All of these reasons, however, have as their basis, the uniqueness of the two institutions and the public's understanding of these differing roles. It would be interesting to compare the public response to a library in a shopping centre as opposed to one situated in a school, all things being equal. Both locations are unusual for a public library, but the public may approach a shopping centre far differently than they approach a school.

In conclusion, one might consider whether these experiments are worthwhile and whether communities should, as they are doing, embark upon new community library projects. The experiments presently being conducted are extremely valuable for the information which they will supply. It is only hoped that they will be closely watched, and that suitable quantitative measures made. If this is carried out properly, the result will be an excellent fund of information on which to base future endeavours.

The case for new experiments at this time is less promising. Indeed, it is a dubious proposition. The attraction of novelty no longer exists. Hopes for municipal savings seem completely without foundation. And there are many examples of important fundamental problems that cannot be ignored. The community library is certainly no easy solution to anyone's problems.

On the other hand, I can see that a new sort of institution, one embracing a wider view than the unity of school and public libraries, is in need of testing. This sort of institution, which might combine many social agencies as well as the public library and perhaps the school library, would not necessarily replace the two kinds of libraries which I have been examining. I suspect that it would definitely take in the public library, but would probably leave the school library to the schools. This new sort of community service centre definitely needs trial. It too, however, will require the creation of an entirely new philosophy and role definition if it is to avoid the problems which have beleaguered the school and public library experiments.

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Cathleen Palmini, "Cooperation Between Types of Libraries; An Annotated Bibliography, 1971-72," Illinois Libraries, 55 (May, 1973), pp. 358-369.

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44 Ibid., p. 5.

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46 This quote and much of the other factual information was derived from an excellent paper by Pat Tomey, "The Influence of the Toronto Public Library on the Establishment of Elementary School Libraries in Toronto," 1973. unpublished. p. 3.

47 Ibid., p. 7.

48 Ibid., p. 11.

49 Ida Reddy, "The School-Housed Public Library - An Evaluation," Ontario Library Review, 52 (June, 1968), p. 82.

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52 Gaver, A Survey of the Educational Media, p. 133.

53 Ibid., p. 129.

54 Ibid.

55 Ibid., p. 79.

56 "Shared Library Plan Praised in Report," Calgary Herald, April 5, 1973.

57 "Library in High School Unpopular With Public".

58 Ibid.

59 Ibid.

60 Bowron, Coordination of Public Library Service, p. 24.

61 Ibid., p. 25.

62 Davis, "Half a Loaf".

63 Toronto Township. Board of Education. Ward Four. [Report on Library Service] Appendix A, 1971, pp. 6-11.

64 Ibid., pp. 6-8.

65 Ibid., p. 8.

66 Ibid.

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68 Ibid., p. 11.

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